

Audit



Report

OFFICE OF THE INSPECTOR GENERAL

**DOD'S USE AND PROCUREMENT OF
TACTICAL SHELTERS**

Report No. 94-180

August 31, 1994

Department of Defense

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**INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
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Report No. 94-180

August 31, 1994

**MEMORANDUM FOR THE UNDER SECRETARY OF DEFENSE FOR
ACQUISITION AND TECHNOLOGY
DEPUTY UNDER SECRETARY OF DEFENSE FOR
LOGISTICS
COMMANDER IN CHIEF, U.S. TRANSPORTATION
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MANAGEMENT)
ASSISTANT SECRETARY OF THE AIR FORCE
(FINANCIAL MANAGEMENT AND COMPTROLLER)
AUDITOR GENERAL, DEPARTMENT OF THE ARMY**

**SUBJECT: Audit Report on DoD's Use and Procurement of Tactical Shelters
(Project No. 3LC-0039.01)**

Introduction

We are providing this report for your information and use. This report discusses the results of our evaluation on the use of standard tactical shelters, the method of procuring those shelters, and applicable internal controls. The results of our evaluation of transportability of shelters and related internal controls will be presented in a follow-on report. The audit was made after a prior audit report showed that the Military Departments were procuring nonstandard shelters for one system from the prime contractor, without coordinating with responsible DoD shelter standardization organizations. Accordingly, we initiated this audit to determine whether the same conditions were occurring on other systems throughout DoD.

Audit Results

Managers of DoD acquisition programs generally used standard tactical shelters, as required by DoD Directive 4500.37, "Management of the DoD Intermodal Container System," April 2, 1987. The few program managers who used nonstandard shelters were justified in using them. Further, tactical shelters were generally procured cost-effectively.

Objectives

The overall audit objectives were to determine whether standard, transportable, and cost-effective shelters were procured to support DoD systems, and to evaluate applicable internal controls. This report specifically covers the use of and cost-effective procurement of standard tactical shelters and related internal controls.

Scope and Methodology

No centralized data base was available that listed all programs in DoD that used or procured tactical shelters. To determine whether program managers were using standard shelters and procuring needed shelters in a cost-effective manner, we identified 1,167 acquisition programs from listings provided by the Office of the Secretary of Defense and the Military Departments covering the period from January 1992 through May 1993.

We excluded 2 of the 1,167 programs for a separate review. We randomly selected 150 of the 1,165 remaining programs and mailed questionnaires to the sample program offices to determine whether the programs used shelters in support of mission requirements and whether the shelters were standard or nonstandard. The questionnaire also requested the source, quantity, and cost of shelters for each sample program. Of 150 questionnaires mailed, 149 responses were returned. Enclosure 1 provides further details on the sampling plan. Enclosure 2 lists the programs in our sample that used tactical shelters and their responsible acquisition office.

Use of Shelters. We evaluated supporting documentation to determine whether acquisition programs were using tactical shelters, to identify the types of shelter used, and to determine whether the use of nonstandard shelters was justified. We evaluated the programs' mission requirements documents, shelter contracts, system specifications, transportability analysis, acquisition plans, and the waivers granted to use nonstandard shelters. We also interviewed program managers and officials in shelter management and item manager offices.

Procurement of Shelters. To determine whether acquisition program managers were cost-effectively procuring their shelters, we evaluated program office procurement documents, including any waivers from shelter item managers. We also interviewed program managers and shelter item managers. After identifying program managers who procured shelters from sources other than the applicable shelter item manager, we determined whether a cost savings would have been realized by procuring the shelters through the item manager.

We did not rely on computer-processed data to accomplish the audit objectives. Technical assistance in selecting the sample programs and projecting audit results was provided by our Quantitative Methods Division.

This economy and efficiency audit was performed from March 1993 through April 1994 in accordance with auditing standards issued by the Comptroller General of the United States, as implemented by the Inspector General, DoD. Enclosure 5 lists the organizations visited or contacted during the audit.

Internal Controls

We evaluated the effectiveness of internal controls over the DoD Tactical Shelter Program. Specifically, we examined the internal controls established to ensure that program managers used standard tactical shelters and procured the shelters through the applicable Military Department shelter item manager. We also reviewed the portion of the Military Departments' Internal Management Control Program applicable to the DoD Tactical Shelter Program and found it to be effectively implemented. No material internal control weaknesses were identified as defined by DoD Directive 5010.38, "Internal Management Control Program," April 14, 1987.

Prior Audits and Other Reviews

In Inspector General, DoD, Report No. 94-024, "Transportability of Major Weapon and Support Systems," December 27, 1993, we reported that transportability was not adequately considered during the acquisition of three systems. One system, the Joint Services Imagery Processing System, used nonstandard shelters, and DoD could have saved about \$3.6 million by procuring shelters through the applicable shelter item manager rather than the prime contractor. We recommended that the program manager of the Joint Services Imagery Processing System coordinate with the Air Force Shelter Management Office to verify that shelters are transportable and logistically supportable, and to procure additional Joint Services Imagery Processing System shelters through the applicable shelter item manager. Management agreed with the recommendations and stated that the Joint Services Imagery Processing System shelters are to be made part of the DoD Standard Family of Tactical Shelters.

Background

Standard tactical shelters are presized, transportable structures designed for weapon and support system operational requirements. The shelters provide an environment (temperature controlled with a seating capability) for a live-in or

work-in capacity. The DoD Tactical Shelter Program was developed to achieve maximum standardization of shelters, reduce duplication of shelter developmental efforts, and meet the military's changing shelter needs. Military Standard 911, "The Department of Defense Standard Family of Tactical Rigid Wall Shelters," June 28, 1990, identifies the tactical shelters approved by DoD for military use, the shelter sizes, and the shelter configurations. The cost of a tactical shelter ranges from about \$10,000 to \$74,000.

DoD Directive 4500.37 requires that program managers procure shelters from the DoD Standard Family of Tactical Shelters. Standard shelters are built according to updated drawing packages, tested in accordance with military specifications, and are logistically supportable. Further, using standard tactical shelters reduces the duplication of shelter research, development, test, and evaluation efforts within DoD. If a nonstandard tactical shelter is required, a waiver must be submitted through the Joint Committee on Tactical Shelters that is made up of representatives from each of the Military Departments' shelter management offices. Enclosure 3 lists offices within DoD responsible for tactical shelter oversight.

In addition to requiring the use of standard tactical shelters, the Military Departments require program managers to consolidate shelter procurements through the designated item manager for shelters. Shelter item managers reduce program shelter costs by avoiding prime contractor overhead charges and obtaining quantity discounts through the consolidation of multiple program buys. Enclosure 4 lists the Military Department shelter item manager offices and corresponding regulations requiring that tactical shelters be procured through the item manager.

Discussion

Most of the DoD acquisition programs did not use tactical shelters. Of the sample universe of 1,165 acquisition programs, we projected that 986 programs did not use shelters, 148 programs used shelters, and 31 programs were either canceled or had completed their acquisition efforts and disbanded their program offices. Programs that used tactical shelters generally used shelters from the DoD Standard Family of Tactical Shelters, as required by DoD Directive 4500.37. Additionally, program managers who used nonstandard tactical shelters had justifiable reasons for using those shelters. Further, little opportunity existed to achieve future savings for programs procuring tactical shelters.

Our review of the two nonsample acquisition programs provided results that did not conflict with the conclusions derived from the sampled programs. For

example, the program manager for the Army's Standardized Integrated Command Post System used and procured standard shelters through the Army's shelter item manager.

Use of Tactical Shelters in DoD. Program managers using tactical shelters generally used shelters from the DoD Standard Family of Tactical Shelters. Of the projected 148 programs using tactical shelters, 109 programs used shelters listed in Military Standard 911 and 39 programs used nonstandard shelters. Of the 39 programs using nonstandard shelters, 16 programs obtained approval to use nonstandard shelters and 23 programs¹ completed their shelter research, development, test, and evaluation before the April 1987 issuance of DoD Directive 4500.37, which restricted nonstandard shelter use (see Enclosure 1).

Our sample projected that 39 programs in DoD used nonstandard tactical shelters. The five sample programs that we reviewed were justified in their use of nonstandard shelters. For example, the program manager for the Patriot Missile System was justified in using nonstandard shelters because the program underwent engineering development before the issuance of DoD Directive 4500.37. However, a nonzero likelihood exists that some of the 39 programs projected from those 5 in the sample have unnecessarily used nonstandard shelters.

Procurement of Tactical Shelters in DoD. Little opportunity exists to achieve future savings for programs currently procuring tactical shelters. Of the 148 programs projected to use tactical shelters, 62 programs procured their shelters from the shelter item manager, as required; 16 programs obtained shelters from surplus at minimal cost; and 16 programs coordinated with the shelter item manager and obtained waivers before the procurement of shelters during the production phase of acquisition. Additionally, we project that 54 programs² completed their shelter procurements before our audit; therefore, we did not review those programs for cost-effective procurement because of a lack of materiality (see Enclosure 1).

Internal Controls. Although the audit identified no material internal control weakness, as defined by DoD Directive 5010.38, the program manager for the Air Traffic Control and Landing System procured nonstandard shelters without first obtaining a waiver. However, using the nonstandard shelters produced no

¹ The 23 programs were included in our universe because the programs were involved in ongoing acquisition effort. However, the effort was not associated with acquiring tactical shelter. The programs were updating existing systems with new electronic equipment and inserting the equipment into shelters that had completed research and development before 1987.

² Of the 54 programs projected to have completed shelter procurements, 23 programs procured shelters before they were required to coordinate with the shelter item manager; 15 programs procured nonstandard shelters that were permitted to be procured from sources other than the item manager; 8 programs had acquired shelters without the use of U.S. Government funds; and the remaining 8 programs had completed shelter procurements of limited cost.

adverse effect because no standard shelter was available to meet shelter needs. Further, the program manager later obtained a waiver to use nonstandard shelters.

Other Matters of Interest

A DoD contractor attempted to sell more than 200 tactical shelters provided as Government-furnished equipment on Army contract DAAB07-91-C-F008, awarded by the Communications-Electronics Command. Accordingly, we referred the matter to the Office of the Assistant Inspector General for Investigations, Defense Criminal Investigative Service, which found that the DoD contractor had sold four of the shelters for about \$6,000. No criminal prosecution was initiated because of a lack of criminal intent.

We visited the contracting officer for contract DAAB07-91-C-F008. We suggested that the contracting officer issue a letter to the DoD contractor to clarify that the title and ownership of the shelters belong to the Government and that the sale of the shelters should stop. The contracting officer complied, instructing the DoD contractor to stop selling Government-furnished equipment, to provide the contracting officer with detailed information on Government-furnished equipment sold, and to adhere to Federal Acquisition Regulations concerning property disposal procedures. The contracting officer also initiated action to recover the value of the sold Government-furnished equipment.

Management Comments

We provided a draft of this report to management on June 30, 1994. Because the draft report contained no findings or recommendations, no comments were required and none were received. Therefore, we are publishing this memorandum report in final form.

The courtesies and cooperation extended to the staff are appreciated. If you have questions on this audit, please contact Mr. John Gebka, Audit Program Director, at (703) 604-9448 (DSN 664-9448), or Mr. Garry Hopper, Audit

Project Manager, at (703) 604-9451 (DSN 664-9451). Enclosure 6 lists the distribution of the report. Audit team members are listed on the inside back cover.

A handwritten signature in black ink, reading "Robert J. Lieberman". The signature is written in a cursive style with a large, stylized "R" and "L".

Robert J. Lieberman
Assistant Inspector General
for Auditing

Enclosures

Statistical Sampling Plan and Results

The audit universe from which the sample was selected consisted of 1,165¹ acquisition programs that were in the research, development, and other stages of the acquisition process. The universe was identified using lists, dated January 1992 through May 1993, of acquisition programs provided by the Military Departments and the Office of the Secretary of Defense.

We randomly selected 150 programs and sent each program manager a questionnaire asking whether the program used shelters, and whether the shelters used were standard or nonstandard. From the 149 responses received, we categorized the programs as nonstandard shelter users, standard shelter users, or nonusers.

For validation purposes we selected 23 programs that claimed use of shelters and 20 programs that claimed nonuse of shelters. The 20 programs claiming nonuse of shelters were chosen for validation based on an auditor opinion that certain programs would have a relatively high potential to use shelters. After validation, we determined that 16 of the 23 programs claiming to use tactical shelters actually used tactical shelters; and 3 of the 20 programs claiming nonuse of tactical shelters actually used tactical shelters. As a result, 19 programs within the sample actually used tactical shelters.

We reviewed the 19 programs using shelters, to identify which programs procured nonstandard shelters and which procured shelters from sources other than a shelter item manager. We then determined whether those programs were justified in procuring nonstandard shelters and in procuring shelters from sources other than a shelter item manager. Tables 1.1. and 1.2. provide our sample results and statistical projections on DoD's use and procurement of tactical shelters.

See footnotes at end of enclosure.

Statistical Sampling Plan and Results

Table 1.1. DoD's Use of Tactical Shelters

Category	<u>Sample Results</u>		<u>Projections</u> ²		
	Rate of Occurrence (Number)	(Percent)	Lower Bound	Point Estimate	Upper Bound
Nonuse of Shelters	127	84.67	933	986	1,039
Use of Standard Shelters	14	9.33	66	109	151
Use of Nonstandard Shelters ³	<u>5</u>	3.33	13	<u>39</u>	66
Subtotal	19			148	
Invalid ⁴	<u>4</u>	2.67	7	<u>31</u>	55
Total	<u>150</u>			<u>1,165</u>	

See footnotes at end of enclosure.

Table 1.2. DoD's Procurement of Tactical Shelters

<u>Sample Results</u>			<u>Projections²</u>		
<u>Category</u>	<u>Rate of Occurrence (Number)</u>	<u>(Percent)</u>	<u>Lower Bound</u>	<u>Point Estimate</u>	<u>Upper Bound</u>
Nonuse of Shelters	127	84.67	933	986	1,039
Procured from Shelter Item Manager	8	5.33	29	62	95
Obtained from Surplus	2	1.33	2	16	32
Coordinated with Shelter Item Manager	2	1.33	2	16	32
Shelter Buys Completed	<u>7</u>	4.67	23	<u>54</u>	85
Subtotal	19			148	
Invalid ⁴	<u>4</u>	2.67	7	<u>31</u>	55
Total	<u>150</u>			<u>1,165</u>	

¹ Two programs, the Army's Standardized Integrated Command Post System and the Air Force's Tactical Shelter Program, were not included in the universe. The Standardized Integrated Command Post System was known to be a shelter user before the sample selection process; and it will be reported on later, with a broadened scope to include the issue of shelter transportability. The review of the Air Force's Tactical Shelter Program showed that the program relates to management function, not shelter use and procurement. Isolating those two programs from our universe had an insignificant effect on audit projections.

² The bounds on errors are calculated using a 90-percent confidence level.

³ The projected 39 programs using nonstandard shelters were justified in their shelter use. Specifically, we projected that 16 programs obtained approvals to use nonstandard shelters and 23 programs completed shelter development before the DoD directive that restricted nonstandard shelter use was issued.

⁴ Three programs were canceled and one questionnaire response was not received from a Marine Corps program office. We contacted the Marine Corps acquisition officials but they could not locate program personnel to obtain a questionnaire response because the program was completed and the acquisition office disassembled.

Sample Programs Identified as Using Shelters

<u>Program</u>	<u>Responsible Acquisition Office</u>
Army Programs	
1. Chaparral	Project Manager, Chaparral Missile System, Army Missile Command, Huntsville, AL
2. Patriot Surface-to-Air Missile System	Program Executive Office, Missile Defense, Huntsville, AL
3. Patriot Advanced Capabilities Program	Program Executive Office, Missile Defense, Huntsville, AL
4. Common Ground Equipment	Weapon Systems Management Office for Aviation Ground Support Equipment, Aviation and Troop Command, St. Louis, MO
5. Target Tracking and Control System	Program Manager, Instrumentation, Targets, and Threat Simulators, Simulation and Instrumentation Command, Huntsville, AL
6. Bradley Fighting Vehicle System	Project Manager, Bradley Fighting Vehicle System, Tank-Automotive Command, Warren, MI
Navy Programs	
7. Tactical Support Center	Program Manager, Anti-Submarine Warfare, Tactical Support Center, Space and Naval Warfare Systems Command, Arlington, VA
8. Consolidated Automated Support System	Program Manager, Consolidated Automated Support System, Naval Air Systems Command, Arlington, VA

Sample Programs Identified as Using Shelters

- | | |
|-----------------------------|--|
| 9. Coastal Patrol Boat | Program Manager, Coastal Patrol Boat,
Naval Sea Systems Command,
Arlington, VA |
| 10. Medium Lift Replacement | Program Manager, Medium Lift
Replacement, Naval Air Systems Command,
Arlington, VA |
| 11. AV-8B Night Attack | Program Executive Officer, Air
Anti-Submarine Warfare, Assault and Special
Mission Programs, Arlington, VA |
| 12. Laser Training System | Program Manager, Laser Training System,
Naval Air Systems Command, Arlington, VA |
| 13. Threat Radar Simulator | Program Manager, Threat Radar Simulator,
Naval Air Systems Command, Arlington, VA |

Air Force Programs

- | | |
|--|---|
| 14. Space Surveillance Network Improvement Program | Program Manager, Space Surveillance
Network Improvement Program, Electronic
Systems Center, Hanscom Air Force
Base, MA |
| 15. Air Traffic Control and Landing System | Program Manager, Air Traffic Control and
Landing System, Electronic Systems
Center, Hanscom Air Force Base, MA |
| 16. North Atlantic Defense System | Program Manager, North Atlantic Defense
System, Electronic Systems Center,
Hanscom Air Force Base, MA |

Sample Programs Identified as Using Shelters

17. Global Positioning Nuclear Detonation
Detection System

Program Manager, Global Positioning
Nuclear Detonation Detection System,
Space Missile Command, Los Angeles
Air Force Base, CA

Marine Corps Programs

18. Pedestal Mounted Stinger-Avenger

Program Manager, Pedestal Mounted
Stinger-Avenger, Marine Corps System
Command, Quantico, VA

19. Position Location Reporting System

Program Manager, Position Location
Reporting System, Marine Corps Systems
Command, Quantico, VA

Tactical Shelter Oversight

Tactical shelter oversight is provided by the Office of the Secretary of Defense (OSD) and the Military Departments. OSD and the Military Departments have shelter management offices who are focal points within DoD that assist program acquisition offices in determining the availability and capabilities of shelters to meet their needs. Nonstandard tactical shelters can be used only if a waiver is obtained from the OSD through the Joint Committee on Tactical Shelters, which is made up of representatives from each of the Military Departments. The shelter management offices are listed below.

OSD. Under Secretary of Defense for Acquisition and Technology, Deputy Director for Land Warfare, Washington, DC

Joint Committee on Tactical Shelters. Chairman, Joint Committee on Tactical Shelters, Combat Service Support/Support Systems Division, Office of the Assistant Secretary of the Army (Research, Development, and Acquisition), Washington, DC

Army. Office of the Army Shelter Manager, Natick Research, Development, and Engineering Center, Natick, MA

Navy. Mobile Facility Office, Naval Air Systems Command, Washington, DC

Air Force. Shelter Management Office, Electronic Systems Center, Hanscom Air Force Base, Hanscom, MA

Marine Corps. Shelter Management Office, Marine Corps Systems Command, Quantico, VA

Military Department Item Manager Offices for Shelters

The Military Department offices responsible for consolidating standard shelter procurements within DoD are listed below.

Army. Weapon Systems Management Office for Field Support, Aviation and Troop Command, St. Louis, MO

Navy. Mobile Facility Office, Naval Air Systems Command, Washington, DC

Air Force. Shelter Material Group Management Division, Sacramento Air Logistics Center, McClellan Air Force Base, Sacramento, CA

Marine Corps. Shelter Management Office, Marine Corps Systems Command, Quantico, VA

Each Military Department has its own regulations governing the need for program managers to procure their tactical shelters from the item manager. The regulations for each of the Military Departments are listed below.

Army. Army Regulation 710, "Centralized Inventory Management of the Army Supply System," February 1, 1988, requires that standard Army items, including shelters, be procured through the Army item manager. Army Acquisition Executive Policy Memorandum No. 89-4, "Use of Standard Army Shelters," April 24, 1989, directs that program offices provide funds to the shelter item manager for shelter procurement. Accordingly, savings are available through the consolidation of shelter procurements.

Navy. Office of the Chief of Naval Operations Instruction 4790.2E, "The Naval Aviation Maintenance Program," volume I, chapter 4, July 1, 1993, assigns the management of tactical shelters to the Naval Air Systems Command. The Naval Air Systems Command Instruction 13670.1A, "Naval Air Systems Command Mobile Facility Program," March 29, 1988, requires that all requirements for the procurement of tactical shelters be coordinated with the Mobile Facilities Office.

Military Department Item Manager Offices for Shelters

Air Force. Supplement 1 to DoD Instruction 5000.2, "Acquisition Management Policies and Procedures," August 31, 1993, requires that all Air Force requirements for tactical shelters be coordinated with the Shelter Management Office. Additionally, the supplement states that the system program office will communicate requirements for support of items already in the DoD inventory to responsible inventory management activities to coincide with budgeting cycles and procurement lead times.

Marine Corps. Office of the Chief of Naval Operations Instruction 4790.2E, "The Naval Aviation Maintenance Program," volume I, chapter 4, July 1, 1993, assigns the management of the Marine Corps tactical shelter function to the Naval Air Systems Command. The Naval Air Systems Command Instruction 13670.1A, "Naval Air Systems Command Mobile Facility Program," March 29, 1988, requires that all requirements for the procurement of tactical shelters be coordinated with the Command's Mobile Facilities Office. The Marine Corps management office, located at the Marine Corps Systems Command, Quantico, Virginia, is responsible for Marine Corps shelter procurement.

Organizations Visited or Contacted

Office of the Secretary of Defense

Office of the Under Secretary of Defense for Acquisition and Technology,
Washington, DC
Office of the Deputy Under Secretary of Defense for Logistics, Washington, DC

Department of the Army

Office of the Assistant Secretary of the Army (Research, Development, and Acquisition), Washington, DC
Office of the Inspector General, Department of the Army, Washington, DC
Office of the Army Acquisition Executive, Washington, DC
Headquarters, Aviation and Troop Command, St. Louis, MO
U.S. Army Natick Research, Development, and Engineering Center, Natick, MA
Headquarters, Communications-Electronics Command, Fort Monmouth, NJ
Headquarters, U.S. Army Armament, Munitions, and Chemical Command, Rock Island, IL
Headquarters, U.S. Army Combined Arms Command, Fort Leavenworth, KS
Headquarters, U.S. Army Training and Doctrine Command, Fort Monroe, VA
Simulation and Instrumentation Command, Redstone Arsenal, AL
U.S. Army Missile Command, Redstone Arsenal, AL
Tank-Automotive Command, Warren, MI
Program Executive Office for Command and Control Systems, Ft. Monmouth, NJ
Program Executive Office for Communications, Ft. Monmouth, NJ
Program Executive Office for Intelligence and Electronic Warfare, Vint Hill Farms Station, Warrenton, VA
Program Executive Office for Missile Defense, Redstone Arsenal, AL
Program Executive Office for Tactical Missiles, Redstone Arsenal, AL

Department of the Navy

Office of the Assistant Secretary of the Navy (Research, Development, and Acquisition), Washington, DC
Headquarters, Naval Air Systems Command, Washington, DC
Headquarters, Naval Sea Systems Command, Washington, DC
Headquarters, Space and Naval Warfare Systems Command, Washington, DC

Organizations Visited or Contacted

Department of the Air Force

Headquarters, Air Combat Command, Langley Air Force Base, Hampton, VA
Sacramento Air Logistics Center, McClellan Air Force Base, Sacramento, CA
Warner Robins Air Logistics Center, Warner Robins Air Force Base, Robins, GA
Electronic Systems Center, Hanscom, MA
Headquarters, Aeronautical Systems Command, Wright-Patterson Air Force Base,
Dayton, OH
Headquarters, Air Combat Command, Langley Air Force Base, Langley, VA
Headquarters, Air Force Materiel Command, Wright-Patterson Air Force Base,
Dayton, OH
Aerospace Guidance and Metrology Center, Wright-Patterson Air Force Base,
Dayton, OH

Marine Corps

Office of the Commandant of the Marine Corps, Washington, DC
Headquarters, U.S. Marine Corps Systems Command, Quantico, VA
Headquarters, Marine Corps Combat Development Command, Quantico, VA

Defense Agencies

Headquarters, Defense Logistics Agency, Alexandria, VA
Military Traffic Management Command, Transportation Engineering Agency, Newport
News, VA

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Other Defense Organizations

Commander in Chief, U.S. Transportation Command

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